

HEADQUARTERS  
UNITED STATES EUROPEAN COMMAND  
APO, AE 09128

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**PLANS AND POLICY**

Procedures and Responsibilities for Development and  
Review of Joint Doctrine and Joint Tactics,  
Techniques, and Procedures (JTTP)

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1. **Summary.** To provide guidance, procedures, and responsibilities for the development, review, evaluation, and maintenance of Joint Chiefs of Staff (JCS) joint doctrine and joint tactics, techniques, and procedures (JTTP) by U.S. European Command (USEUCOM) staff and components.

2. **Applicability.** This Directive applies to joint activities assigned to or reporting through HQ USEUCOM including USEUCOM Logistics Coordination Cells, Offices of Defense Cooperation, Security Assistance Offices, Special Operations Command Europe, the Joint Analysis Center, the George C. Marshall European Center for Security Studies, European Stars and Stripes, NATO School and Joint/Combined Task Forces.

3. **Internal Control Systems.** This Directive does not contain internal control provisions. For HQ USEUCOM and subordinate joint activities, the applicable internal control directive is ED 50-8, Internal Management Control Program.

4. **Suggested Improvements.** ECJ5-D is the proponent for this Directive and suggested improvements should be forwarded to HQ USEUCOM, ATTN: ECJ5-D, Unit 30400, Box 1000, APO AE 09128.

5. **References.**

a. JCS Publication 1-01, Joint Publication System, Joint Doctrine and Joint Tactics, Techniques, and Procedures Development Program.

b. JCS Publication 1-02, DoD Dictionary of Military Procedures and Associated Terms.

6. **Background.**

a. USCINCEUR is responsible for assisting the Chairman, Joint Chiefs of Staff, in the development and review of joint doctrine and JTTP for the employment of armed forces. Reference a. provides the framework for the Chairman, Joint Chiefs of Staff, to discharge those responsibilities mandated by law and Department of Defense (DoD) directives.

b. Joint doctrine is authoritative and should be used to:

(1) Guide the employment of joint forces.

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(2) Provide a national position for combined doctrine consistent with existing security procedures.

(3) Provide a basis for joint training.

(4) Provide instructional material for the military education system.

(5) Inform U.S. Government agencies concerning the employment of U.S. joint forces.

c. Joint doctrine is written for those who:

(1) Provide strategic direction to joint forces (Chairman of the Joint Chief of Staff, Commanders of combatant commands).

(2) Employ joint forces (combatant commanders, commanders of sub-unified commands, or joint task forces (JTFs)).

(3) Support or are supported by joint forces (combatant commands, JTFs, sub-unified commands, specified commands, component commands, Services, and supporting agencies).

d. Joint doctrine shall be written to reflect existing capabilities.

e. JTTP are written for those who implement joint doctrine such as:

(1) Commanders of joint forces.

(2) Commanders of subordinate commands.

(3) Commanders at echelons where joint forces interact.

f. In developing joint doctrine and JTTP, existing Service and multinational doctrine, concepts, tactics, techniques, and procedures shall be considered. Once approved, joint doctrine provides the national position for combined doctrine development consistent with existing security procedures. Service doctrine must be consistent with approved joint doctrine.

7. **Terminology.** Terms and definitions used in developing joint doctrine and JTTP shall be in accordance with (IAW) JCS Pub 1-02. When conditions dictate using terms which are not included or depart from (JCS Pub 1-02), the proposed definition will be provided in the proposed publication glossary.

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8. **Glossary.** The following frequently utilized terms and definitions are extracted from reference b.

a. Coordinating Review Authority (CRA). An agency appointed by a Service or combatant command to coordinate with and assist the primary

review authority in doctrine development, evaluation, and maintenance efforts. Each Service or combatant command must assign a CRA. If so authorized by the appointing Service or combatant command, coordinating review authority comments provided to designated primary review authorities should represent the position of the appointing Service or combatant command with regard to the publication under development.

b. Doctrine. Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application. (JCS Pub 1-02)

c. Joint Staff Doctrine Sponsor. Each joint doctrine or JTTP project will be assigned a Joint Staff doctrine sponsor. The doctrine sponsor will assist the lead agent and primary review authority as requested and directed. The doctrine sponsor will coordinate the draft document with the Joint Staff and provide Joint Staff comments and recommendations to the primary review authority. (JCS Pub 1-02)

d. Joint Doctrine. Fundamental principles that guide the employment of forces of two or more Services in coordinated action toward a common objective. It will be promulgated by the Chairman of the JCS, in coordination with the combatant commands, Services, and Joint Staff. (JCS Pub 1-02)

e. Joint Tactics, Techniques, and Procedures (JTTP). The actions and methods which implement joint doctrine and describe how forces will be employed in joint operations. They will be promulgated by the Chairman of the Joint Chiefs of Staff, in consultation with the other members of the Joint Chiefs of Staff. (JCS Pub 1-02)

f. Lead Agent. Individual Services, combatant commands, or Joint Staff directorates may be assigned as lead agent for developing and maintaining joint doctrine or JTTP publications, or joint administrative publications. The lead agent is responsible for developing, coordinating, reviewing, and maintaining assigned doctrine, JTTP or joint administrative publications. (JCS Pub 1-02)

g. Primary Review Authority (PRA). The organization assigned by the lead agent to perform the actions and coordination necessary to develop and maintain the assigned joint publication under cognizance of the lead agent. (JCS Pub 1-02)

h. Tactics. Defined as: (1) The employment of units in combat. (2) The ordered arrangement and maneuver of units in relation to each other and/or to the enemy in order to use their full potentialities. (JCS Pub 1-02)

i. Technical Review Authority (TRA). The organization tasked to provide specialized technical or administrative expertise to the PRA or CRA for joint publications. (JCS Pub 1-02)

j. Joint Doctrine Working Party (JDWP). A forum to include representatives of the Services and combatant commands with the purpose of systematically addressing joint doctrine and joint tactics, techniques, and procedures (JTTP) issues such as project proposal examination, project scope development, and project validation. (JCS Pub 1-02)

#### 9. Responsibilities.

a. HQ USEUCOM Director for Plans and Policy (ECJ5) is responsible to USCINCEUR for managing the USEUCOM participation in the JCS joint doctrine and JTTP program. All correspondence to JCS concerning this program will require ECJ5 release or coordination.

b. HQ USEUCOM Chief, Doctrine, Concepts, and Initiatives Division (ECJ5-D) is the EUCOM command CRA for all JCS joint doctrine and JTTP and, as such, will:

(1) Establish procedures for the development, review, coordination, and maintenance of joint doctrine and JTTP.

(2) Recommend and nominate, based on subject matter and functional expertise, a staff directorate or component command to serve as TRA, as required.

(3) Coordinate, as necessary, with combatant commands, Services, doctrine sponsors, lead agents, CRAs, PRAs, and TRAs on joint doctrine and JTTP matters.

(4) Establish working groups as necessary to address joint doctrine and JTTP issues.

(5) Coordinate all joint doctrine and JTTP correspondence prior to release from HQ USEUCOM.

(6) Coordinate with HQ USEUCOM Director for Operations (ECJ3) to identify selected exercises which meet objectives for evaluating joint doctrine, JTTP publications, and *Joint Vision 2010* (JV2010) concepts or doctrine.

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(7) Coordinate the review of all new JCS joint doctrine or concepts such as *JV2010*, and JTTP received by USEUCOM to include the recommendation of actions necessary to institutionalize them within the command.

(8) Establish policies and guidance for electronic republication and distribution of joint doctrine publications to insure widest possible availability and access throughout the Command.

c. HQ USEUCOM Director of Personnel and Administration (ECJ1) will distribute approved joint doctrine and JTTP publications as directed by JCS.

d. HQ USEUCOM Chief of Analysis and Simulation (ECCS-AS) will republish joint doctrine and JTTP identified by ECJ5-D on the USEUCOM

SIPRNET Web page during its Distributed Information Systems Demonstration Project. This responsibility will transition to ECJ1/ECJ6 when coordination is completed.

e. Component commanders will:

(1) Serve as the TRA, as appropriate.

(2) Upon receipt of joint doctrine or JTTP, program directive, or publication, review the document as directed and provide comments IAW the procedures outlined in paragraph 10, (Response Format).

f. Directors and Staff agency heads will:

(1) Serve as the PRA or TRA, as appropriate.

(2) Upon receipt of a draft project outline, program directive, or publication, review the document as requested and provide comments and recommendations IAW the procedures outlined in paragraph 10, (Response Format).

(3) Inform ECJ5-D of activities involving development of joint publications. Coordinate all doctrine or JTTP correspondence with ECJ5-D to ensure consistency with previous command positions.

g. Primary Review Authority (PRA). ECJ5 will nominate a USEUCOM PRA when USCINCEUR is the lead agent for a doctrine or JTTP project. When appointed, the PRA will:

(1) In close coordination with ECJ5, perform actions necessary to develop the assigned publication from tasking through evaluation and final revision. The PRA will consider existing joint, multinational, and Service doctrine when developing the draft.

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(2) Maintain the assigned publication under the cognizance of the lead agent and process revisions and changes.

h. Technical Review Authority (TRA). The TRA will normally be appointed to provide specialized technical or administrative expertise to the PRA or CRA. The designated TRA will:

(1) Distribute draft documents to appropriate staff agencies and components for review and comment. When possible, distribution will be made electronically to expedite the review.

(2) Review and evaluate inputs and resolve outstanding issues or divergent views regarding the technical or functional content of draft publications.

(3) Consolidate appropriate comments and recommendations into a USCINCEUR response to the PRA using the procedures in paragraphs 9 and 10. ECJ5-D, as CRA, will review publications for doctrinal consistency and coordinate response prior to release by TRA.

10. Procedures for Recommending and Developing New Joint Doctrine and JTTP.

a. Project Proposals. Component commanders and staff agency heads may propose joint doctrine and JTTP projects to be considered for development. Proposals may be in response to requests for information or at the initiative of the originator. Recommended projects will be submitted to ECJ5-D in the format at Appendix A of JP 1-01. ECJ5-D will process the project proposal. Validation of Project Proposals will occur after ECJ5 solicits comments from appropriate staff agencies and component commands to determine whether the project is appropriate for resolution at USCINCEUR or Joint Staff level. Projects deemed appropriate for JCS consideration will be forwarded to Joint Staff IAW JP 1-01.

b. The Joint Doctrine Working Party, which meets semiannually, provides an efficient alternative for introducing proposals. A project proposal submitted to the JDWP follows the format in Appendix A of JP 1-01. This will be included as part of the JDWP read-ahead package.

c. Project Development of Joint Doctrine and JTTP. When a draft doctrine publication is received from the PRA, the USEUCOM CRA (or designated TRA) will make distribution to component commands and HQ USEUCOM staff agencies. Distribution should be made electronically over hard copies to minimize paper usage and provide maximum time available for a detailed review. Addressees will be requested to review each draft publication for accuracy and applicability, especially in regard

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to local considerations and theater concerns, and will forward comments using the categories as described in paragraph 10. CRA (or designated TRA) will prepare the command response IAW procedures described in paragraphs 9 and 10.

d. Evaluation of Joint Publications. Joint Staff J7 will generally Request For Feedback (RFF) in message format as described at Appendix D of JP 1-01 to provide feedback for analysis and evaluation of publications already in use. Once this message has been disseminated and comments collected, HQ USEUCOM will forward comments to Joint Staff J7. When the results indicate requirements for change the PRA will revise the publication, as required, and IAW the Program Directive for revision.

11. Change to JCS Publications. Recommended changes to Joint Publications may be submitted IAW procedures in JP 1-01, Chapter III.

12. Review Procedures and Suspenses. Draft joint publications forwarded to USEUCOM for coordination normally have a 30-45 day suspense and will be staffed by the CRA (or, if assigned, the TRA) with components and appropriate staff agencies for review and comment. Responses from this staffing will be consolidated into a coordinated USEUCOM position by the TRA. Any conflicts or issues identified during the USEUCOM review must be addressed by the TRA with the staff and components in an effort to respond to the PRA with a single coordinated

command position. To allow sufficient time to resolve conflicts and consolidated the theater position, the 30-45 day suspense should be subdivided in a manner similar to the following.

a. Five days for CRA (ECJ5-D) to determine if a TRA is required; and if so, request through ECJ5 for a staff agency or component to function as TRA. If no TRA is required, CRA will perform TRA actions.

b. Five days for TRA to task staff and components if TRA duties are outside of ECJ5-D.

c. Fifteen - thirty days for HQ USEUCOM staff agencies and components to review and reply back to TRA.

d. Five days for TRA to compile inputs, identify/resolve issues, and draft response to Joint Staff J7

e. If hard copy distribution is required suspense times must also be extended to allocate for the delays expected in distribution.

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13. **Response Format.** The USEUCOM response to the PRA will be submitted in memorandum format IAW SM 5-5, "Staff Officer Reference Guide," which directs the use of Army Regulation 25-50. The memorandum will be sent to the PRA electronically with info copies addressed to the other combatant commands as well. Component comments to TRA will use same format but will be sent only to TRA and ECJ5-D (CRA). Each review comment submitted will be placed in one of the following four categories: critical, major, substantive, or administrative. Reference to the page, paragraph, and line number will be provided in 12 pitch, Word format -- this is particularly important when reviewing electronic drafts due to the differences in page alignment from software programs. Each comment shall have rationale accompanying it so the reader can fully understand the nature of the comment and how it will improve or modify the publication

a. Critical. Critical comments will cause nonconcurrence with the document if concern is not satisfactorily resolved.

b. Major. Major comments are significant concern that may result in a nonconcurrence of the entire document if not satisfactorily resolved. May be used with a general statement of concern, followed by detailed comments on specific entries.

c. Substantive. Substantive comments are provided because sections in the document appear to be, or are potentially, incorrect, incomplete, misleading, confusing, or additions lacking in completeness and/or clarity when not included.

d. Administrative. Administrative comments are to correct what appear to be inconsistencies between different sections, typographical errors, or grammatical errors.

14. **Changes to Directive.** Recommend changes to this Directive should be forwarded to the HQ USEUCOM Director for Plans and Policy, Doctrine & Concepts Division (ECJ5-D).

FOR THE COMMANDER IN CHIEF:

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